

Message Text

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ACTION EB-07

INFO OCT-01 EA-07 ISO-00 CAB-02 CIAE-00 COME-00
DODE-00 DOTE-00 INR-07 NSAE-00 EPG-02 FAA-00 L-03
SS-15 NSC-05 SSO-00 NSCE-00 INRE-00 /049 W
-----131001Z 096705 /11
O 130840Z MAY 77
FM AMEMBASSY TOKYO
TO SECSTATE WASHDC IMMEDIATE 7746

C O N F I D E N T I A L SECTION 1 OF 2 TOKYO 7074

E.O. 11652: GDS
TAGS: EAIR, JA
SUBJECT: CIVAIR: U.S.-JAPAN NEGOTIATIONS: MAY 12

REF: STATE 107647

1. SUMMARY: TALKS THURSDAY MORNING, MAY 12, CENTERED AROUND PAA OSAKA-HONOLULU SERVICE AND U.S. PROPOSALS FOR FINDING SLOTS FOR SUPPLEMENTAL CARRIERS AT HANEDA USING UNUSED SLOTS OF U.S. SCHEDULED CARRIERS. GOJ NOW APPEARS TO HAVE BACKTRACKED ON SUPPLEMENTAL AIRLINE ISSUE. PROPOSED FREIGHTER INCREASES AND COMMERCIAL JUSTIFICATION WERE ALSO DISCUSSED AND REGULAR FILINGS MADE THAT AFTERNOON. OWING TO LACK OF PROGRESS ON IMMEDIATE ISSUES, CHARGE CALLED ON MOFA VICE MIN SATO DURING AFTERNOON TO STRESS IMPORTANCE OF RESOLVING IMMEDIATE ISSUES: I.E., DAILY SAIPAN SERVICE AND SUPPLEMENTAL SLOT PROBLEM THIS WEEK IN ATTEMPT BREAK CONNECTION JAPANESE SIDE MADE BETWEEN DAILY SAIPAN SERVICE AND CAPACITY FREEZE, CHARGE OFFERED UNILATERAL U.S. RESTRAINT ON CAPACITY INCREASES THROUGH END OF YEAR WITH EXCEPTION OF FREIGHTERS AND NORMAL SEASONAL SUBSTITUTIONS. DURING EVENING SESSION MAY 12, STYLES AGAIN STRESSED IMPORTANCE OF RESOLVING IMMEDIATE ISSUES THIS WEEK IN ORDER TO PROCEED TO REVISION TALKS AND ELABORATED ON OVERALL U.S. PROPOSAL. END SUMMARY.
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2. STATUS OF IMMEDIATE ISSUES:
A. SAIPAN SERVICE: NOT DISCUSSED FURTHER.
B. PAA CAPACITY AND PROPOSED OSAKA-HONOLULU FLIGHTS:
GOJ CHIEF NEGOTIATOR YAMAJI AGAIN MENTIONED THAT JAPANESE GOVERNMENT IS NOW GOING THROUGH VERY DELICATE NEGOTIATIONS WITH RESIDENTS OF 11 CITIES SURROUNDING

OSAKA AIRPORT RE INTENTION OF OPENING OSAKA TO WIDE-BODY JET SERVICE. HE STRESSED THAT IF PAA'S PROPOSED OSAKA-HONOLULU SERVICE PUBLICIZED AS PART OF TOTAL GOJ-U.S. AGREED PACKAGE, THIS COULD HAVE EXTREMELY ADVERSE EFFECT ON WIDE-BODY INTRODUCTION. HE INDICATED THERE IS ALSO POSSIBILITY THAT CURRENT NOISE LEVEL REQUIREMENT OF 107 DECIBELS MIGHT BE REDUCED EVEN FURTHER AND THAT OSAKA AIRPORT AUTHORITIES ALSO COULD NOT YET GUARANTEE REQUIRED SIX EXTRA SLOTS FOR PAA OPERATION. YAMAJI INDICATED GOJ PREPARED SEPARATE PAA PROPOSAL FROM CAPACITY CONCERNS BUT THAT GOJ WOULD NEED AT LEAST ONE WEEK TO STUDY ALL THESE OTHER TECHNICALITIES AND GIVE US AN ANSWER. U.S. DELEGATION AGREED TO THIS.

C. SLOTS FOR SUPPLEMENTALS AT HANEDA: THROUGH ITS OWN HOMEWORK, U.S. SIDE APPEARED TO HAVE FOUND ENOUGH SLOTS FROM U.S. SCHEDULED CARRIERS UNUSED ALLOCATIONS AT HANEDA TO ACCOMMODATE BOTH TWO WEEKLY AIR MICRONESIA FLIGHTS AND TIA AND WORLD PROGRAMS AS PLANNED FOR THE REST OF THE YEAR. HOWEVER, FOLLOWING CHARGE'S DEMARCHE IN THE AFTERNOON (DESCRIBED BELOW), JAPANESE SIDE APPEARED TO REVERSE ITSELF AND REDEFINED "TEMPORARILY" UNUSED U.S. CARRIER SLOTS TO BE ONLY THOSE THAT HAD BEEN EARMARKED FOR A SCHEDULED U.S. CARRIER FLIGHT WHICH HAD BEEN CANCELLED ON SHORT NOTICE: I.E., 24 HOURS AHEAD. U.S. SIDE SAID THIS WAS UNACCEPTABLE AS IT SIMPLY DID NOT ALLOW THE SUPPLEMENTALS TO DO THE ADVANCE PLANNING NECESSARY FOR CHARTER FLIGHTS.

D. FREIGHTER INCREASES: U.S. SIDE PRESENTED DATA
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SHOWING THAT GIVEN UPWARD TRENDS IN EASTBOUND CARGO, WHICH IS VOLUME RATHER THAN WEIGHT ORIENTED, PROPOSED INCREASES ARE FULLY JUSTIFIED. STYLES ALSO MENTIONED THAT WIDE-BODY FREIGHTERS MORE EFFICIENT TO OPERATE THAN NARROW BODIES. YAMAJI QUERIED AS TO WHETHER THERE WAS ANY ROOM FOR "ADJUSTMENT" IN U.S. FILINGS; I.E., THAT 747'S COULD BE INTRODUCED BUT AT SAME TIME THERE WOULD BE A REDUCTION IN FTL'S NARROW BODY FLIGHTS. U.S. SIDE STATED THAT NOT ONLY WERE CHANGES JUSTIFIED BUT, IN ACCORDANCE WITH AGREED MINUTE, NO ADJUSTMENTS WERE NECESSARY. GOJ AGREED TO STUDY FREIGHTER FILINGS. EMBASSY FILED ALL THREE AIRLINES PROPOSED JULY SCHEDULES WITH MOFA FOLLOWING NORMAL PROCEDURE THURSDAY AFTERNOON.

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DODE-00 DOTE-00 INR-07 NSAE-00 EPG-02 FAA-00 L-03
SS-15 NSC-05 SSO-00 NSCE-00 INRE-00 /049 W
-----131025Z 097415 /12

O 130840Z MAY 77
FM AMEMBASSY TOKYO
TO SECSTATE WASHDC IMMEDIATE 7747

C O N F I D E N T I A L SECTION 2 OF 2 TOKYO 7074

E. CAPCITY FREEZE: U.S. SIDE SAID IT DID NOT ACCEPT PRINCIPLE OF A GOJ IMPOSED CAPACITY FREEZE BUT DID DISCUSS POSSIBLE MODALITIES, SEEKING ASSURANCE THAT FREIGHTERS, POSSIBLE INTRODUCTION OF WIDE-BODIES BY U.S. CARRIERS AT OSAKA, AND REGULAR SEASONAL AIRCRAFT SUBSTITUTIONS WOULD NOT BE INCLUDED. DISCUSSION RECESSED WHILE CHARGE CALLED ON VICE MINISTER.

3. DURING CALL ON SATO, SHOESMITH CONVEYED SUBSTANCE PARA 2 STATE 106148 AND STRESSED IMPORTANCE OF ARRIVING AT AGREEMENT ON DAILY SAIPAN SERVICE AND SUPPLEMENTAL SLOT ISSUE. CHARGE STATED U.S. COULD NOT ACCEPT GOJ IMPOSED CAPACITY FREEZE BUT SAID U.S. WOULD UNILATERALLY UNDERTAKE NOT TO REQUEST ANY ADDITIONAL CAPACITY INCREASES, ASIDE FROM THOSE NOW UNDER DISCUSSION, BEFORE END OF YEAR. THIS OFFER WAS MADE AS A FURTHER ATTEMPT TO ENABLE GOJ TO RESOLVE IMMEDIATE ISSUES BEFORE END OF WEEK AND MOVE TOWARD REVISION TALKS. VICE MIN, WHO UNFAMILIAR WITH ISSUES, INDICATED HE WOULD TRY TO GET GOJ NEGOTIATOR TO BE MORE "FLEXIBLE".

4. IN MEETING THAT RESUMED IMMEDIATELY AFTER CHARGE'S APPROACH AYAMAJI BACKTRACKED ON SUPPLEMENTAL SLOT ISSUE. DURING EVENING SESSION STYLES, PER YAMAJI'S REQUEST, ELABORATED ON SHOESMITH'S
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PRESENTATION, DESCRIBING DAILY SAIPAN SERVICE AS AN "ESSENTIAL INGREDIENT" IN RESOLVING IMMEDIATE ISSUES AND SEEKING A PRACTICAL ACCOMMODATION ON SUPPLEMENTAL SLOTS THAT WOULD ALLOW THE TWO U.S. CARRIERS TO

OPERATE THEIR PROGRAMS FOR THE REST OF THE YEAR.
STYLES AGAIN EXPRESSED OUR OFFER OF SELF-RESTRAINT
ON CAPACITY INCREASES UNTIL THE END OF REVISION
NEGOTIATIONS; WHICH WE SHOULD MUTUALLY TARGET FOR
DECEMBER 31, 1977. U.S. DELEGATE POINTED OUT SEVERAL
CONCESSIONS U.S. SIDE HAS MADE SINCE FEBRUARY, 1976,
INFORMAL MEETING IN HONOLULU TO BE ACCOMMODATING.
YAMAJI STATED THAT LEVELS OF THE GOJ HIGHER THAN HE
WOULD HAVE TO DECIDE WHETHER TO ACCEPT THE U.S.
PROPOSAL OR NOT AND INDICATED THAT HE HOPED TO HAVE
AN ANSWER FOR US ON FRIDAY MORNING.
SHOESMITH

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